STATE OF CALIFORNIA

Capital Outlay Budget Change Proposal (COBCP) - Cover Sheet DF-151 (REV 06/17) (6/2017)

Principal Program Budget Analyst Original Signed By Andrea Scharffer		Date submitted to the Legislature JAN 1 0 2019				
		Department of Fi	nance Us	e Only		
Department Director		Date	Agency Secretary		Date	
Steven Reader		Date 8/1/2018	Reviewed By		Date	
Attach commer			d by the d	epartment director or des	Yes ☐ No signee.	
One-Time Costs Yes No Future Costs Yes No Future Savings No Revenue Yes No						
Impact on Supp	oort Budget					
Requires Provisional Language Sudget Package State No No Needed			itus Not Needed			
Requires Legislation Code Section(s) to be Added/			Amended/Repealed CCCI 6596			
phase of this pr Benito County),	nt of Forestry and Fi oject to relocate the which no longer m	re Protection (CAL FIRE e existing Hollister Attac eets CAL FIRE's progra	k Base an	s \$12,150,000 General F d Bear Valley Helitack Ba eeds.	und for the acquisition ase (located in San	
\$12,150	·	Acquisition \$53,550		1	,	
Total Request (Estimated Total Project		
Project Categor	nfrastructure) 🔲 WSI			CP (Enrollment Caseload Popular Access Recreation)	· —	
Project Title Hollister Air Attack / Bear Valley Helitack Base: Relocate Facilities			Project Status and Type Status: ⊠ New □ Continuing Type: ⊠ Major □ Minor			
Budget Request Name 3540-013-COBCP-2019-GB		Capital Outlay Program ID 3540-301-0001		Capital Outlay Project I projects leave blank) 0005	, <u> </u>	
Fiscal Year 2019	Business Unit 3540	Department Department of Forestry and Fire Protection		Priority No. MA15		

A. Purpose of the Project:

Air Attack Base Background

The Hollister Air Attack Base (AAB) is located on a leased parcel at the southeast end of the Hollister Municipal Airport, north of the city of Hollister in San Benito County. The base is strategically located for fast initial attack to fires in areas of the Monterey Peninsula, Santa Cruz mountains, South San Francisco Bay area, southern fringes of the Oakland-Berkeley Hills and the remote areas of Monterey, Santa Clara, San Benito, Santa Cruz and west side of Fresno, Stanislaus, San Joaquin and Merced counties. The total protection area is 3,758,459 acres; of that, 220,160 acres are federal land. Firefighting agencies depending upon the use of this airbase on a mutual aid basis include the U.S. Forest Service (USFS), U.S. National Park Service, Bureau of Land Management, California Department of Parks and Recreation, as well as local city and county fire control agencies.

The Hollister AAB is the primary fire control facility in the central coast fire protection system. The facility is currently the home base for two S2T air tankers and an air attack command and control aircraft. The mission of the airbase is to provide fixed wing aerial delivery of fire retardant chemicals for use in initial attack on new fire starts, for sustained suppression activities on major fires and to provide tactical air support. The facility is staffed year-round.

Funding for the relocation of the Hollister AAB was authorized in the Budget Acts of 1999, 2000, 2005, and 2006; however this project was ultimately halted as a result of complex lease issues and the Great Recession.

The paved pad area is inadequate at Hollister Municipal Airport to refuel aircraft separately from the retardant refilling pads. If an air tanker is out of service due to maintenance or refueling, it must be parked on one of the existing three loading pads, eliminating that pad from use and significantly slowing fire attack operations, as well as requiring unsafe maneuvering of larger aircraft. Operating in such a tight area is hazardous for fuel trucks, air tankers, mechanics, loaders, and parking tenders. The base has handled the reloading of up to 14 air tankers and parking of 13 while supporting multiple major incidents. At such times the available space has proved inadequate to maintain desired standards for air base operating safety and resource deployment efficiency.

The loading ramp is inadequate for the larger tankers or for large fire operations. Only loading Pad 3 is available to reload Type II air tankers. This pad is situated so that any tanker on that pad cannot taxi to the runway if an air tanker is being loaded on Pad 2. The dirt island in front of Pad 3 restricts the ease of movement of aircraft around the loading area. This pad is also not paved to weight-bearing limits.

The air tanker loading area and air attack parking area are part concrete and part asphalt. Part of the concrete was laid during World War II and is in fair condition. The existing asphalt is in poor condition and has been identified as a safety hazard during annual safety inspections. The asphalt was seal-coated a few years ago, but is now cracking and pealing. Loosened debris from the tarmac, parking, loading pit, or runway surfaces can get drawn into aircraft engines, necessitating costly repairs, or worse, causing engine failures while the aircraft is airborne.

The tower is a wood framed, three-story, 100 sf structure constructed in 1968. The design and small size does not allow for adequate dispatching and time recording during large incidents. Runway 24 is blocked from view by both aircraft departing from Runway 31, the main runway used for fire dispatch, and the existing tower by buildings and trees, making aircraft safety precarious. Hollister Municipal Airport is an uncontrolled airport and the FAA does not require the use of radios by private aircraft. Private aircraft have often landed on Runway 24 with no radio communications, causing "near misses" for air tankers and air attack departing Runway 31.

The Hollister AAB office building is a 1,400 sf uninsulated metal building with an attached single vehicle garage. The building serves as a common office area for two Fire Captains, one Battalion Chief and a dispatch office. There is one room that serves as day room, kitchen, dining room, pilot ready room, conference room, and training room. There is no office space for the Helitender Fire Apparatus Engineer or for contract personnel. The office building is poorly insulated and the roof is warped, rusted, and leaking. The heating system consists of two wall heaters, which is not cost or energy efficient. Cooling consists of a swamp cooler that is inadequate for the facility. High winds routinely blow out the pilot lights in these units. Electrical circuit breakers trip frequently because current loads exceed circuit capacities. Old underground conduit lacks the size and durability needed for adding new or repairing old electrical circuits, phone lines, radio cables and other needs. Underground water supply pipes are old and rusted and easily break. The sewer system continually backs up because it is undersized for the square footage of the building. Above ground water pipes are exposed to the elements; on several occasions pipes broke during a hard freeze despite being insulated.

The small computer room in the office building accommodates only one person at a time, and lacks enough storage for computer equipment, software, and the CAL FIRE required manuals, airbase manuals and books. Currently, contract pilots use the one computer assigned to the base to input flight hours for Aviation Management Maintenance records, reducing the amount of time CAL FIRE employees can use the computer.

The garage is used to store airbase equipment and training material, including slides, overhead graphics, handout material, training certificates, and projectors. These items were stored in the garage due to lack of space inside the office building. Within the past year, the garage was converted to a kitchen and dining area since the existing kitchen was grossly inadequate due to its size and lack of a stove/range.

The shop building was moved from the old Hollister Fire Station located on Park Hill in Hollister to the Hollister AAB in 1979. This building is used for storage of equipment and supplies, for a project work area for base personnel, aircraft maintenance by the aircraft contractor and retardant equipment maintenance by the retardant contractor. The AAB is also the Unit's clearinghouse for Federal Excess property, so the shop building has been converted to a Unit mobile equipment maintenance shop. The Hollister dozer is also located in the shop building, allowing faster access to local roads and highways for fire dispatches. By converting the warehouse into a maintenance shop, a severe lack of storage space for airbase operations such as indoor retardant storage (required), parking of airbase equipment under cover, base supplies, federal excess property, etc. has occurred. Dry powder fire retardant is currently stored in the shop building where it must be protected from moisture contamination, coastal fog, and rain. A minimum number of bags, usually 30, are always required to be on hand to meet contracted daily delivery capacity to firefighting aircraft. The shop building's concrete floor suffered substantial buckling during the Loma Prieta earthquake in 1989. The uneven floor and cracks are structural deficiencies that hinder the use of the building.

There is no hangar at the Hollister AAB for the air attack aircraft, exposing the aircraft to outside heat and moisture. The aircraft must be available for emergency response and cannot be out of service during the daytime, therefore when the aircraft are due for routine maintenance, the mechanic must perform the work after dark with poor lighting and working conditions.

The base is located next to a public park with no fencing to prevent public access to the aircraft working areas. As a result, the air tankers have been vandalized several times and radios have been stolen. The need for physical security of the aircraft is critical.

Helitack Base Background

The Bear Valley Fire Station (FS) is a two-engine FS constructed in 1953 and a helitack base (HB) constructed in 1996, located in a remote, rural area of Southern San Benito County along

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Highway 25 near the town of Paicines. The facility was built on private property pursuant to a long-term ground lease initiated in 1956 that expires in 2047.

Important resources in the area include the Pinnacles National Park, Clear Creek BLM Recreation Area, various campgrounds, cattle ranches, and vineyards. This station's initial attack area is approximately 200,000 acres and the helicopter covers 7,600 square miles. The station responds to an average of 65 emergencies annually. The location supports CAL FIRE's statewide plan for distribution of vital helicopter resources, including a non-overlapping, 20-minute response/flight time circumference covering nearly all State Responsibility Area (SRA) in the State.

The Bear Valley FS/HB is operated by 34 employees, including the battalion chief and 15 to 20 people on duty at any given time during the fire season. Bear Valley is staffed seasonally; however, it remained open all of the 13-14 winter season, maintaining one battalion chief, eight captains, two engineers and two helicopter pilots during the winter months.

Problem: The facility is not served by a municipal water supply, and relies on a shallow well two miles north that requires substantial water treatment and often runs dry. Prior to addition of the HB function in 1996, the water supply was sufficient to meet the needs of the FS facility. To address the increased demand from the HB, measures were taken to increase the water supply, including drilling new wells (only one has water), hauling in water, refurbishing the water system, and installing storage tanks. CAL FIRE has invested approximately \$300,000 over the last 10 years to repair or improve the water system. Although these attempts have helped, the system remains inadequate to provide a reliable water supply. In most recent years, the well has run dry early in the fire season requiring water to be delivered by a vendor at a significant additional operational cost.

During the fire season when a full staff is living and working at the facility around the clock, the water demand is approximately 6,000 gallons per day. During a fire incident, the water usage increases to 7,000-8,000 gallons per day. The existing water supply system is prone to failure, compromising the operational effectiveness of the facility. Water production from the existing shallow (50') well does not meet the current non-incident water demand for the two functions at this site.

In November 2006, a consultant was hired to evaluate solutions to the domestic water problem at the facility, and identified a potential water supply two miles east of the facility along the San Benito River. In 2007, \$4,152,000 was appropriated (General Fund) to develop a water supply system at the river site. The scope of work included land acquisition or easements, drilling a well, constructing a water delivery system to the station, installing water treatment and housing the equipment in a pump house. A future proposal was to be submitted to replace the 60-year-old fire station.

Subsequently, a local landowner offered to donate a 10-acre parcel to the State with a proven water source and sufficient size to accommodate both the FS and HB functions. The decision was made to revert the \$4.1 million General Fund appropriated in 2007 and pursue the donated land option. Unfortunately, the prospective donor required a conditional clause that the State use the real property for a fire station only, or the real property would revert to the donor. This clause was deemed not to be in the best interest of the State at that time, so the offer of donated land was subsequently rescinded.

This proposal includes relocating the HB to the new site because it reached its 22-year economic life in 2018. The new four-bladed helicopter, purchased in 2018, will not fit in the existing narrow hangar. The landing pad is also not large or strong enough to support the new helicopter.

The existing structures, worn out from years of use, are characterized by structural deficiencies, utility degradation, and noncompliance with current codes and standards required for an

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essential services facility. Staff performs regular maintenance of the buildings but faces sharply increased maintenance and repair costs as the buildings continue to age and deteriorate. This adds burden to staff during fire season and drains the station's support budget.

The structures are noncompliant with the Americans with Disabilities Act (ADA), seismic requirements, and building codes. The electrical and sewer systems are failing and require costly emergency repairs. The living quarters building and office building has single glazed windows, inadequate insulation, inadequate cooling and heating, and asbestos containing materials. Most critical is the inadequate water supply from the shallow well two miles to the north.

B. Relationship to the Strategic Plan:

This project relates to the following goals in the California Department of Forestry and Fire Protection 2012 Strategic Plan:

Goal: Seek to improve operational efficiency and effectiveness by shaping, enhancing and adapting to changing circumstances.

Objective: Develop and implement a strategy to reduce CAL FIRE's \$2.4 billion Capital Outlay replacement backlog of facilities that have an average age in excess of 45 years by 40% by 2022.

The CAL FIRE mission includes provisions for an all-hazard response capability for the Aviation Program.

C. Alternatives:

 Acquire a suitable property near the Hollister Airport and relocate the existing Hollister AAB and Bear Valley HB. The existing Bear Valley FS will continue operation in its current location.

A relocated AAB and HB will support CAL FIRE's goal to be an efficient, effective, quality organization with the resources necessary to carry out the Department's Mission, a goal that is difficult to accomplish in operational deficient leased facilities.

Relocating both the HB and the AAB components together will save on the costs of infrastructure. The shared location at the Hollister airport is operationally superior than locating the HB away from the airport with predetermined and managed flight paths.

The existing fire station will continue operation but with a decreased burden on the infrastructure because the HB staff will no longer use the facility. The Bear Valley FS relocation will be prioritized as part of the greater Department's FS replacement program.

The primary disadvantage is the high cost of land near the Hollister Airport. The cost however is low compared to the advantages of CAL FIRE building a modern Air Attack/ Helitack base at an operationally ideal location.

2. Relocate the existing FS/HB without the AAB component.

The advantage is that the problems with the FS will be resolved and the problems with the facilities at the HB will be resolved.

The most efficient location for the FS is not necessarily the most efficient location for the HB. The HB is most efficiently located together with the AAB at the airport whereas the FS is better located in its current vicinity.

3. Relocate the Air Attack Base only.

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The AAB would be improved by relocating to a CAL FIRE owned property at the airport site. To gain the economies of scale and to ensure that the property required to also relocate the HB in the future requires that the projects be combined as outlined above.

4. Defer this project.

The advantage is that capital dollars will be spent elsewhere.

The existing AAB and HB facilities will continue to fall into disrepair and decrease in their operational effectiveness and will impede CAL FIRE's ability to provide emergency response. The existing HB base will not serve the requirements of the new Blackhawk helicopter. This alternative adds to the Department's backlog of critical capital improvements. There is an increased likelihood that the project cost will be higher when undertaken in the future.

D. Recommended Solution:

1. Which alternative and why?

The recommended solution is Alternative #1. This project is critical to the operational efficiency of the Hollister AAB and the Bear Valley HB and its ability to meet the mission of the Department. The AAB will no longer be located at a leased facility and so the investment can be returned over the long term. The HB will be able to support the new helicopter and will be collocated with the AAB which will increase capital outlay and operational efficiencies.

2. Detail scope description.

The combined AAB/HB Project will include the following:

- Acquire property adjacent to the Hollister airport to relocate the existing AAB and HB.
- Air Operations Building: A 2-story air operations building which will provide a control room (tower) with line of sight for the entire facility and the end of the runway.
- Barracks/Mess hall: A 32-bed barracks/messhall will replace the modular units with a
 permanent structure that provides currently approved programmatic space for continued
 use of CAL FIRE personnel bedrooms, physical training, kitchen, dining, living and
 bathrooms.
- 3-bay apparatus storage and warehouse building.
- Combination Helicopter/OV-10 Hangar will provide secure storage and weather protection for these aircraft that are on duty 365 days/year.
- S2-T Canopies: Two aircraft weather protective covers approximately 85' x 55' for S2Ts which will provide weather protection and light maintenance area for these aircraft.
- Helicopter training tower with hoist system for repelling training that will be consistent with what is used on actual helicopters.
- Retardant Mixing Station (approximately 40,000 gallons of storage for fire retardant chemical): Will replace old outdated equipment and provide the ability to deliver the quantity and type of retardant (Gel/Phoscheck) utilizing CAL FIRE staff when contract suppliers are not able to meet the States criteria.
- Related site work and utilities.

- 3. COBCP Abstract. Hollister AAB/Bear Valley HB Relocate Facilities. This Project will acquire a suitable location to relocate the Hollister Attack Base and Bear Valley Helitack Base, which no longer meets CAL FIRE's programmatic needs. This Project also consists of the construction of an air operations building, 32-bed barracks/messhall, 3-bay apparatus storage and warehouse building, helicopter and OV-10 hanger, protective aircraft weather canopy for the S2T and helicopter training tower, and related site work and utilities. Total project costs are estimated at \$53,549,871, including acquisition (\$12,150,000), preliminary plans (\$2,131,000), working drawings (\$2,131,000) and construction (\$37,137,871). The construction amount includes \$30,440,871 for the construction contract, \$1,522,000 for contingency, \$2,131,000 for architectural and engineering services, \$80,000 for agency retained items, and \$2,964,000 for other project costs. The current project schedule estimates acquisition will occur by June 30, 2021 and that preliminary plans to begin in July 2021 and be completed in July 2022. The current project schedule estimates working drawings to begin in July 2022 and be completed in April 2023. The current project schedule estimates construction to begin in August 2023 and be completed in February 2025.
- 4. Basis for cost information.

The estimate project cost is based on a similar DGS 3-Page Estimated dated 11/13/2008 (CCCI 5393).

5. Factors/benefits for recommended solution other than the least expensive alternative.

The recommended solution is driven by the need to effectively deliver reliable critical emergency response resources to the State of California.

The least expensive alternative is to defer the project, which results in no cost to the State's General Fund in Budget. However, failure to implement the facility improvements outlined is this submittal will impact the operation of this mission critical facility.

The operational efficiency of this facility and its ability to meet the mission needs of the department are the most important factors influencing this project. The replacement of these facilities will address current program and code issues as well as improving operational efficiencies for the major project components.

CAL FIRE is one of the leading fire agencies in the world. As such, it has a significant investment of tax dollars in fire fighting aircraft within its arsenal of fire protection resources. This program currently has over \$200 million dollars in aviation property throughout the State.

A single S2T air tanker represents an investment of over \$3 million dollars to the taxpayers of California. CAL FIRE acquired these aircraft through the Federal Excess Personal Property (FEPP) program and rebuilt 23 S2T air tankers at a cost of over \$65 million. The availability of FEPP acquired aircraft has diminished such that there are no remaining airframes to replace these air tankers. The State would have to expend at least \$27 million per aircraft to purchase equivalent air tankers (CL-415's) on the open market; thus the actual replacement value of the current air tanker fleet is over \$620 million dollars.

In addition to air tankers, CAL FIRE has a fleet of 14 OV-10 air attack aircraft, which are also FEPP acquired. As with the S2T air tankers, these aircraft have been extensively rebuilt at a cost of approximately \$750,000 per plane. There are no additional OV-10 airframes available through the FEPP program and as such, the State would have to replace these aircraft with a commercially purchased equivalent (Beech King Air) at a cost of approximately \$4.5 million per plane. This amounts to over \$63 million to replace the entire fleet of air attack aircraft.

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It is prudent and cost effective to provide hangar and cover protection to these aircraft. The protection of firefighting aircraft from the destructive elements of weather is consistent with the department's requirements to house its other emergency response apparatus. This should include aircraft as well as fire engines, ladder trucks, and ambulances, thus increasing the life of the equipment. It is essential that every effort be made to protect the limited resources provided to CAL FIRE.

6. Complete description of impact on support budget.

The current facility is staffed to operate the existing retardant mixing plant. Operation of the new retardant mixing plant will require similar staffing. A temporary base will be established off site and adjacent to the existing facility during the estimated 18-month construction phase of the project. The estimated support cost impact associated with temporary modular buildings and mixing plant is \$600,000.

7. Identify and explain any project risks.

There are no risks associated with completion of this project; however, the risk of deferring this project includes failure of mission critical facility infrastructure.

8. List requested interdepartmental coordination and/or special project approval.

This project requires a CEQA compliant environmental review. The plans for the new facility will also be subject to review and approval by the State Fire Marshal and Division of State Architect

E. Consistency with Government Code Section 65041.1:

1. Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure and how?

Yes. CAL FIRE promotes infill when possible by renovating or replacing existing infrastructure in areas served by existing facilities. Preferred sites are located next to the Hollister airport and are zoned for commercial and government airport related purposes.

2. Does the project improve the protection of environmental and agricultural resources by protecting and preserving the State's most valuable natural resources?

Yes. Due to the nature of the Department's mission, it can be necessary to locate facilities into areas that could have negative environmental and agricultural impacts; however, strategic placement of these facilities to provide more effective response to wild land fires will ultimately protect nearby forests, watersheds, agricultural land and other valuable natural resources.

3. Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth?

Yes. CAL FIRE facilities are strategically located to meet the Department's mission. To the maximum extent possible, CAL FIRE prefers to develop close to existing roads, water, sewer and other utilities to promote efficient development in the area and to mitigate future support costs for facility maintenance.

F. Attachments:

- 1. Project Cost Estimate
- 2. Fiscal Impact Worksheet

STATE OF CALIFORNIA							Budget Year : 2	2019-20
CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP) FISCAL IMPACT WORKSHEET (FIW)				Project Status	New			
FISCAL IMPACT WON	KSHEET (FIW)							
Department Title:	Department of Forestry and Fire	Protection						
Project ID:	0005032							
Budget Request (BR)	3540-013-COBCP-2019-GB					<u>.</u>	E	
Name:				,				
Project Category:	Fire Life Safety							
								
		Existing Authority	Governor's Budget	April Revision	May Revision	Other	Future Funding	Project Total
	FUNDING	+						
Appropriation	Phase						ì	
3540-301-0001-19-19	Acquisition		12,150					12,150
3540-301-0001-21-21	Preliminary Plans						2,131	2,131
3540-301-0001-22-22	Working Drawings						2,131	2,131
3540-301-0660-23-23	Construction		······				37,138	37,138
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Study			10.150					0
Acquisition Preliminary Plans/Perfo	rmance Criteria		12,150				2 424	12,150
Working Drawings	initialice Criteria						2,131 2,131	2,131 2,131
Construction/Design-Bu	ild		0	0	0		37,138	
Contract						· · · · · · · · · · · · · · · · · · ·	30,441	30,441
Contingency							1,522	1,522
A&E							2,131	2,131
Agency Retained							80	
Other/Equipment			· ·				2,964	
1	OTAL COSTS	-	12,150	0	0) (41,400	
								<u> </u>
	PROJECT SCHEDULE				PROJECT SP	ECIFIC CODES		
	mm/dd/yyyy							
Study Completion		-	Project Manager	ment DGS		Location Ho	llister/Bear Valley	
Approve Acquisition	7/1/2021	_	Budget Pack				llister/Bear Valley	
Start Preliminary Plans	7/1/2021		Project 7			· 	n Benito County	
Approve Preliminary Pl								-
Start Performance Crite		_						
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Approve Contract Awar		_						
Project Completion	2/1/2025	_						

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FISCAL IMPACT WOR	IDGET CHANGE PROPOSAL (COBCP) RKSHEET (FIW)	Project Status	New
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Department Title:	Department of Forestry and Fire Protection		
Project ID:	0005032		
Budget Request (BR) Name:	3540-013-COBCP-2019-GB		
Project Category:	Fire Life Safety		
ldentify all items which for which you plan to re	fit into the categories listed below. Attach a detailed list if fundi equest funding in the future. When possible, identify funding ne	ing is included in this request. Provide descriptions and eds by fiscal year (BY+1 through BY+4).	summary estimates for items
	PROJECT RELATED COSTS	COST	TOTAL
AGENCY RETAINED:		3001	TOTAL
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Preliminary Plans			20
Working Drawings			20
Construction			80
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GROUP 2 EQUIPMEN	T	TOTAL AGENCY RETAINED	120
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		TOTAL GROUP2 EQUIPMENT	0
	IMPACT ON SUPPORT BUDGET	COST	TOTAL
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CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP) Proje				
FISCAL IMPACT WOF	RKSHEET (FIW)			
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Department Title: Project ID:	Department of Forestry and Fire Protection 0005032			
Budget Request (BR)				
Name:	3540-013-COBCP-2019-GB			
Project Category:	Fire Life Safety			
language below.	osals: For new projects provide proposed Scope language. For continuing projects provide the latest appro			
	year. (Also include scope descriptions for BY+1 through BY+4 below).			o catatananny naca
weather canopy for the tarmac improvements i	erations building, 32-bed barracks/messhall, 3-bay apparatus storage and warehouse building, helicopter and S2T and helicopter training tower. Site work includes demolition of existing structures, fire retardant chemica ncluding six retardant loading pits with associated utilities and waste/runoff mitigation, helipad, radio tower, s landscaping, utilities, and appurtenances.	l mixing pla	ant, taxiwa	av tie-in work, on site